



**BEFORE THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF CALIFORNIA
AND THE CALIFORNIA ENERGY COMMISSION**

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Order Instituting Rulemaking to Implement the
Commission's Procurement Incentive
Framework and to Examine the Integration of
Greenhouse Gas Emissions Standards into
Procurement Policies

R.06-04-009

AB 32 Implementation

07-OIIP-01

**REPLY COMMENTS OF THE ENERGY PRODUCERS AND USERS
COALITION AND THE COGENERATION ASSOCIATION OF CALIFORNIA ON
ALLOWANCE ALLOCATION ISSUES**

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November 14, 2007

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The Energy Producers and Users Coalition¹ (EPUC) and the Cogeneration Association of California² (CAC) (jointly, EPUC/CAC) submit the following reply comments on the allocation of greenhouse gas (GHG) emissions allowances under a cap and trade program, pursuant to the October 15, 2007 Administrative Law Judge's Ruling.

¹ EPUC is an ad hoc group representing the electric end use and customer generation interests of the following companies: Aera Energy LLC, BP West Coast Products LLC, Chevron U.S.A. Inc., ConocoPhillips Company, ExxonMobil Power and Gas Services Inc., Shell Oil Products US, THUMS Long Beach Company, Occidental Elk Hills, Inc., and Valero Refining Company – California

² CAC represents the power generation, power marketing and cogeneration operation interests of the following entities: Coalinga Cogeneration Company, Mid-Set Cogeneration Company, Kern River Cogeneration Company, Sycamore Cogeneration Company, Sargent Canyon Cogeneration Company, Salinas River Cogeneration Company, Midway Sunset Cogeneration Company and Watson Cogeneration Company.

I. OVERVIEW AND SUMMARY OF RECOMMENDATIONS

The opening comments filed by EPUC/CAC on allowance allocation issues address most of the issues raised by other parties in their comments. These reply comments are therefore limited to addressing the following points raised by Southern California Edison Company (SCE), Pacific Gas and Electric Company (PG&E), The Utility Reform Network (TURN) and the Division of Ratepayer Advocates (DRA):

- SCE's proposal to allocate allowances based on economic harm should be rejected; the mechanics of the proposal are unclear, and the proposal relies on questionable assumptions, conflicts with AB 32 objectives, and is vulnerable to challenge under the Dormant Commerce Clause (DCC);
- TURN's statement that an auction implicitly provides credit for early action efforts is not true for combined heat and power (CHP) investments, making separate emission counting protocols necessary for these resources if an auction were employed;
- PG&E's allocation proposal should be rejected on the basis that it is unnecessarily complex, could affect the operation of multi-sector trading market, undermines the Commission's efforts to further competition, compromises the effectiveness of demand response programs, and makes the GHG regulations vulnerable to challenge under the DCC; and
- DRA's proposal to regulate only in-state sources should be rejected on the basis that it will not satisfy AB 32's directives and will disadvantage in-state resources in competition with imports.

We discuss each of these issues below.

II. SCE'S ECONOMIC HARM THEORY RELIES ON QUESTIONABLE ASSUMPTIONS AND RAISES PRACTICAL QUESTIONS

SCE recommends that allowances be allocated to entities that will suffer economic harm as a result of GHG regulation. According to SCE, entities that will suffer economic harm are limited to generators that have higher emissions

than the “marginal generating unit” and to load-serving entities that procure power from these sources. This proposal raises a number of important concerns:

- (1) SCE fails to provide detail sufficient to clarify the likely mechanics of its proposal;
- (2) SCE assumes that the market clearing price will immediately and fairly compensate the marginal generating unit for GHG compliance costs; and
- (3) SCE’s proposal, without further refinement, would injure certain generators regardless of their relative emissions levels, including generators with existing bilateral contracts and generators that are price-takers, relying on administratively determined prices that do not allow recovery of all GHG compliance costs.

Due to these factors, reliance on economic harm to allocate allowances is not as simple as SCE contends.

Debate remains regarding whether the market clearing price will allow recovery of all GHG compliance costs even for a marginal generating unit. As discussed in EPUC/CAC’s opening comments, there is insufficient information and no national experience that can be used to forecast GHG compliance costs.³ In addition, the extent to which a firm will be able to pass on these costs will depend upon a wide variety of conditions, as NERA points out.⁴ Consequently, it may not be reasonable for California to assume that the market clearing price will adequately compensate even a marginal generating unit for the full costs of GHG regulations.

Even if the market fully reflected compliance costs for the marginal generator, SCE’s assumptions are too simplistic to accurately reflect the full scope of entities which will suffer economic harm. As noted in EPUC/CAC’s

³ See, e.g., EPUC/CAC Opening Comments at 11.

⁴ *Id.*

opening comments, contracts executed before the final implementation of AB 32 are not likely to specifically or adequately address responsibility for carbon-related costs.⁵ As a result, existing bilateral contracts are not likely to allow a generator to recover GHG compliance costs. Likewise, those generators that are price-takers of administratively determined prices (such as CHP Qualifying Facilities (QFs)) have no current means of recovering their GHG compliance costs. The imposition of these compliance costs can drastically impact project margins. As explained in EPUC/CAC's opening comments, even a conservative carbon adder of \$8/MTCO₂ would reduce project margins by 142.9% for QFs relying on short run avoided cost and 58.4% for QFs relying on long-run avoided cost.⁶ In short, identifying entities suffering economic harm will not be as clear-cut as SCE claims.

The questionable nature of the above two assumptions exemplifies the complex and confusing nature of SCE's proposal. SCE's opening comments also provide little detail about the mechanics of the allocation process. As a result, it remains unclear exactly how allowances would be allocated. It is also noteworthy that identifying a single emissions rate for the marginal generating unit – a data point that would be required under SCE's proposal -- is likely to be a very contentious process.

In short, the SCE proposal should be rejected on the basis that it rests on dubious assumptions and leaves important practical questions unanswered.

⁵ EPUC/CAC Opening Comments at 24-27.

⁶ Comments of the Energy Producers and Users Coalition and the Cogeneration Association of California on Allowance Allocation Issues (EPUC/CAC Comments), at 25-26.

III. ADOPTION OF SCE ALLOCATION PROPOSAL WILL MAKE GHG REGULATION VULNERABLE TO CHALLENGE UNDER DORMANT COMMERCE CLAUSE

SCE's proposal is susceptible to challenge under the Dormant Commerce Clause (DCC). As explained in EPUC/CAC's opening comments to the MAC Report, the negative aspect of the DCC, "*limits the power of the States to erect barriers against interstate trade.*"⁷

SCE's proposal would create barriers to interstate commerce. Under SCE's proposal, allowances provided to in-state entities suffering economic harm would be available to out-of-state entities only if they are in long-term contracts to supply power to California.⁸ However, the allowances would be available to in-state entities whether or not they hold long-term contracts to supply the California market. This approach imposes facially discriminatory treatment on foreign firms, to their economic disadvantage, burdening interstate commerce.

SCE notes that those out-of-state entities who are not in long-term contracts to supply power to the California market can make sales to some other non-GHG regulated region.⁹ To begin with, SCE is explicitly encouraging the contract shuffling California is attempting to prevent. Moreover, an out-of-state seller could reasonably argue that SCE's method creates economic barriers to imports. Allowances would not be available to an out-of-state seller who is not in a long-term contract but would be available to a similarly situated in-state producer. As explained in EPUC/CAC's opening comments, regulations that only

⁷ *Oregon Waste Systems, Inc. v. Dept. of Environmental Quality of the State of Oregon, et al.*, 511 U.S. 93, 98 (1994).

⁸ SCE Opening Comments, at 7.

⁹ *Id.*

marginally further health and safety but create substantial barriers to commerce will be invalidated.¹⁰ Adoption of SCE's allocation proposal therefore will make the adopted regulations vulnerable to a DCC challenge.¹¹

IV. TURN'S STATEMENT THAT AUCTION IMPLICITLY RECOGNIZES EARLY ACTION EFFORTS IS NOT VALID FOR CHP RESOURCES

TURN recommends the use of an auction to capture the value of early action efforts.¹² It assumes that all emission-reducing efforts result in a reduction in on-site emissions. As explained in EPUC/CAC opening comments, this is not true of CHP investments.¹³

TURN's thinking could be applied to a load-based scenario under an auction approach. Those LSEs which have reduced their portfolio emissions over time would be forced to purchase fewer allowances per kWh of load served, with a lower overall carbon cost to their ratepayers. This thinking also could be applied in the case of a source based scenario. Those generators using technologies with higher efficiencies would be required to purchase fewer allowances per kWh generated than those with older technology.

TURN's thinking cannot, however, be applied to CHP installation. When an industrial site invests in a high efficiency CHP plant, total emissions from the production of electrical and thermal energy used by the industrial consumer are

¹⁰ *Kassel v. Consolidated Freightways Corp of Delaware*, 450 U.S. 662, 670 (1981).

¹¹ EPUC/CAC Opening Comments, at 37..

¹² Under a first seller regulatory approach, TURN advocates the use of an auction to allocate allowances, in part, on the basis that "*it avoids administrative determination of credits for early adopters, by rewarding early adoption through the market mechanism (i.e. requires purchasing fewer credits, such that early adoption is its own reward and is encouraged from the moment an auctioning system is announced.*" See TURN Opening Comments, at 10-11.

¹³ EPUC/CAC Comments, at 15-16, 18-24.

decreased. In particular, as explained below, the emissions attributable to CHP are significantly less than the emissions released as a result of separate central power generation and industrial boiler installations. *While global emissions decrease, however, emissions at the industrial site, are higher, thereby increasing a CHP customer's GHG allowance requirements.*

An auction system, therefore, can penalize a CHP facility by requiring it to purchase more allowances than it would have needed had it not invested in CHP. In other words, the industrial firm has taken an early action to reduce both its indirect and direct emissions, but sees no direct GHG reduction on site – only increased carbon costs. For these reasons, if an auction were employed, adjustments for CHP would be required as detailed in EPUC/CAC's opening comments.

V. PG&E ALLOCATION SYSTEM SHOULD BE REJECTED

PG&E proposes that allowances be allocated to LSEs for free, and LSEs would then auction allowances to the remaining market participants.¹⁴ PG&E's allocation proposal should be rejected on the basis that it (i) is unnecessarily complex, (ii) hinders multi-sector trading, (iii) undermines the state's efforts to further competition, (iv) compromises the effectiveness of demand response programs, and (v) makes the regulation vulnerable to challenge under the DCC. These factors weigh in favor of rejecting PG&E's allocation proposal.

PG&E's proposal unnecessarily complicates the allowance distribution mechanism. PG&E proposes that allowances be allocated to LSEs who would

¹⁴ PG&E Opening Comments, at 4-5.

then auction allowances to generators responsible for compliance.¹⁵ This two-step allocation process adds complexity to the process with little, if any, benefit. The only difference between PG&E's proposal and a direct auction to regulated firms is that the entity in charge of receiving and disbursing auction revenues will be the LSE, rather than another independent organization or state entity. While this may achieve a beneficial end if it allows retention of revenues for GHG reduction projects in the sector, it is not the only way to achieve this objective. The same goal could be achieved through a centralized, multi-sector auction with a material allocation to electricity sector programs.

PG&E's proposal also compromises the goal of a multi-sector market-based cap and trade program. The goal of a market-based cap and trade program should be multi-sector trading. This objective would be best served by a single, multi-sector auction that is transparent and fair. PG&E's proposal would require a separate auction for the electricity sector with potentially different rules and different market values. Splitting up the auction process in this manner would affect the development of an efficient multi-sector trading market.

PG&E's proposal likewise will hamper the state's efforts to further competition. As a preliminary matter, it will give one segment of the market – LSEs -- control over all sector allowances for free. Some of the LSEs which will receive allowances have their own investment in generation, creating a risk that auction revenues may be used inappropriately to further an LSE's own generation development. At a minimum, this approach requires heightened oversight of utility expenditures and ratemaking to prevent this result. For this

¹⁵ PG&E Opening Comments, at 4-5.

reason, putting LSEs in charge of auctioning allowances that must be purchased by the LSE and its competitors provides LSEs an undue competitive advantage over other generation sources. As such, it will hinder the state's efforts to facilitate competition.

PG&E's proposal, directed to mitigating ratepayer costs by returning auction revenues directly through consumer rates, will compromise efforts to encourage demand response. As TURN noted in its opening comments, it is anticipated that the investor-owned utilities will spend approximately \$4 billion to put an advanced metering infrastructure in place to further the use of demand response programs.¹⁶ In contrast, PG&E's allocation proposal will mitigate ratepayer costs, dampen price signals and lower ratepayer response. To give proper effect to ratepayers' investments in demand response programs, therefore, PG&E's proposal cannot be adopted.

Finally, PG&E's proposal will expose the adopted GHG regulation to a greater risk of challenge under the DCC. As explained in the EPUC/CAC opening comments, the key in a challenge under the DCC is the existence of discrimination.¹⁷ Discrimination is defined as differential treatment which benefits in-state *economic* interests and burdens out-of-state interests.¹⁸ As noted in the opening comments, the stated objective of promoting health and safety must be carried out in reality.¹⁹ Regulations that only marginally further health and safety

¹⁶ TURN Opening Comments, at 20.

¹⁷ EPUC/CAC Opening Comments, at 35.

¹⁸ *Oregon Waste Systems, Inc. v. Department of Environmental Quality of Oregon*, 511 U.S. 93, 99 (1994).

¹⁹ EPUC/CAC Opening Comments, at 37.

but create substantial barriers to commerce will be invalidated.²⁰ Since the objective of PG&E's proposal is to mitigate in-state ratepayer impact, an out-of-state marketer or generator could reasonably argue that such a regulation is meant to extract payment from out-of-state sellers for the purpose of lowering cost impacts on in-state residents. Unlike statutes that are focused on health and safety issues, no legal presumptions are available to ensure that economically-motivated regulation can withstand DCC attack. For this reason, PG&E's proposal would be more susceptible to challenge than a regulation that invests auction proceeds in other GHG-reducing efforts.

VI. DRA'S PROPOSAL TO IMPOSE GHG REGULATIONS SOLELY ON IN-STATE SOURCES WILL DISADVANTAGE IN-STATE RESOURCES

DRA proposes a regulatory approach which imposes GHG regulations solely on in-state resources. DRA's comments note concern that the use of default emission factors for imports, facilitates gaming and leakage.²¹

DRA's proposal may avoid issues related to the regulation of imports but it should be rejected on the following grounds:

- (i) A regulatory approach which fails to address the regulation of imports may fail to adequately achieve the objectives of AB 32; and
- (ii) Where GHG regulations apply only to in-state resources, the cost of in-state generation will be higher than the cost of generating out-of-state using the same technologies; this difference will disadvantage in-state resources in competing with imports.

²⁰ *Kassel v. Consolidated Freightways Corp of Delaware*, 450 U.S. 662, 670 (1981).

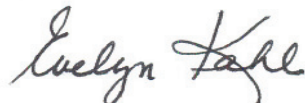
²¹ DRA Opening Comments, at 3.

VII. CONCLUSION

For all of the foregoing reasons, and for the reasons stated in EPUC/CAC's opening comments, the Commissions' recommendation to CARB for the electricity sector should be based on an administrative allocation of allowances. Allowance allocation to CHP facilities should be based on the double-benchmarking approach employed in the EU-ETS. If, however, the recommendation includes some portion of auction, impacts must be expressly mitigated for existing contracts, administratively determined price-takers and CHP facilities as delineated in EPUC/CAC's opening comments.

November 14, 2007

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "Evelyn Kahl". The signature is fluid and cursive, with the first name "Evelyn" and the last name "Kahl" clearly distinguishable.

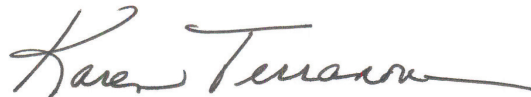
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CERTIFICATE OF SERVICE

I, Karen Terranova hereby certify that I have on this date caused the attached **Reply Comments of the Energy Producers and Users Coalition and the Cogeneration Association of California on Allowance Allocation Issues** in R06-04-009 to be served to all known parties by either United States mail or electronic mail, to each party named in the official attached service list obtained from the Commission's website, attached hereto, and pursuant to the Commission's Rules of Practice and Procedure.

Dated November 14, 2007 at San Francisco, California.

A handwritten signature in dark ink, appearing to read "Karen Terranova", with a long horizontal flourish extending to the right.

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